



Fiscal Year 2003 CAPER Executive Summary

The overall goal of the City of Lincoln's Federally-funded community planning and development programs is the development of viable urban communities through the provision of decent housing, the provision of a suitable living environment, and the expansion of economic opportunities; principally for low- and moderate-income persons.

What's a CAPER?

It's an acronym for **Consolidated Annual Performance & Evaluation Report**, an annual report required by the U.S. Housing and Urban Development Department (HUD). It summarizes and evaluates activities funded through three federal grants:

- ◆ Community Development Block Grants (CDBG),
- ◆ HOME Investment Partnerships (HOME), and
- ◆ Emergency Shelter Grants (ESG).

In Lincoln, the Urban Development Department manages the CDBG, HOME, and ESG funds received by the City, preparing all plans and reports required by HUD. The basic goals for these funds are to provide decent and affordable housing, a safe and suitable living environment, and expanded economic opportunities -- primarily for low- and moderate-income households.

Plans as Evaluation Criteria

To use these federal funds, HUD requires a long-term plan called the **Consolidated Plan** and a short-term plan called the **Annual Action Plan**. Each **CAPER** evaluates the Urban Development Department's progress towards meeting the goals and objectives of these plans.

Lincoln's **Consolidated Plan** identifies six priority uses for the federal funds:

- ◆ housing,
- ◆ continuum of care (or homelessness issues),
- ◆ economic development,
- ◆ neighborhood revitalization,
- ◆ community services and facilities, and
- ◆ administration and planning.

For the **Fiscal Year 2003 Annual Action Plan**, over \$7,100,000 was available. Funds within each grant program included entitlement funding (new money received in 2003 from HUD), program income (money collected as loan repayments), and carry over (money that had not been disbursed from the previous year). Fiscal Year 2003 expenditures totaled \$4,696,960 or 66% of the total funds available. Funds committed for final payments not yet made accounted for all the remaining funds.

Progress Meeting Goals

Overall, the City of Lincoln is on track towards meeting the five-year goals identified in the **Consolidated Plan**. Ideally, since 2003 is the fourth year of that plan, each goal would

have reached 80% of completion. As often happens with plans, some goals are ahead of schedule and others are behind schedule as shown in **Table 1**.

As shown in **Table 2**, female- and minority-headed households benefitted from housing improvement and job creation programs. Homeownership programs were particularly successful in benefitting minority households. Slightly more than 20% of program participants were minorities.

To better accomplish the overall goals, the City, with HUD's approval, designated a **Neighborhood Revitalization Strategy Area** or **NRSA** (see map on page 2). The needs in this area are high, so strategies to reduce poverty and promote economic integration are focused in the NRSA. For example, while most housing rehabilitation loans are available citywide, grants are only available in the NRSA.

Table 1: Percent of Progress in Meeting Five Year Goals

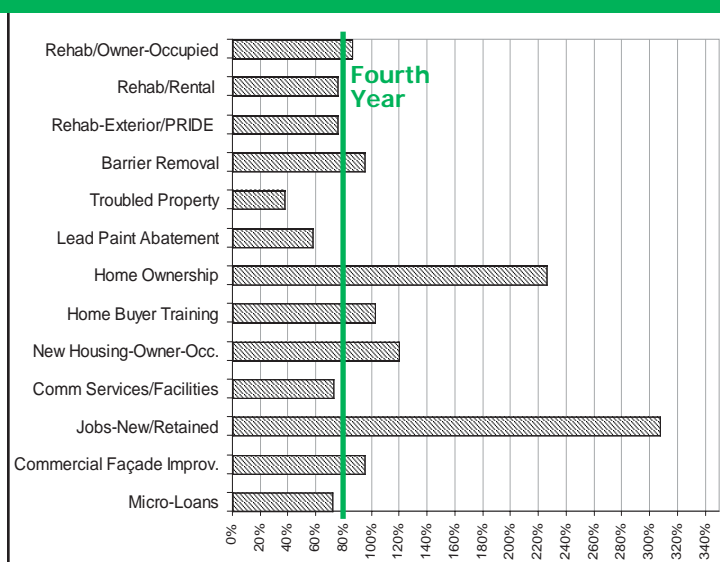


Table 2: Assistance to Minority- and Female-Headed Households

	Completed FY03	Minority	% Minority	Female HH	% Female HH
Owner Occupied Rehab	76	9	11.8%	38	50.0%
Emergency Repair	55	5	9.1%	24	43.6%
Rental Unit Rehab (Tenants)	33	4	12.1%	13	39.4%
Rental Unit New (Tenants)	0	0	--	0	--
Home Ownership	52	11	21.2%	22	42.3%
Job Creation	116	23	19.8%	9	7.8%
Micro-Loans	19	5	26.3%	0	0.0%

NRSA Benchmarks

Activity	Overall 5 Year Goal	NRSA 5 Year Goal	% Goal in NRSA	Actual NRSA 4 Year Total	% Actual in NRSA
Homeowner Rehabilitation	480 units	240 units	50%	159 units	66%
Investor Owner Rehabilitation	184 units	120 units	65%	119 units	99%
Minor Exterior Repair of Housing	540 units	512 units	95%	390 units	76%
First Time Home Buyer Assistance	100 households	60 households	60%	39 households	65%
Jobs Created	100 FTE's	50 FTE's	50%	61 FTE's	122%
Commercial Building Façade Improvements	20 buildings	10 buildings	50%	16 buildings	160%
Neighborhood Retail and Service Development	2 businesses	2 businesses	100%	1 project	50%

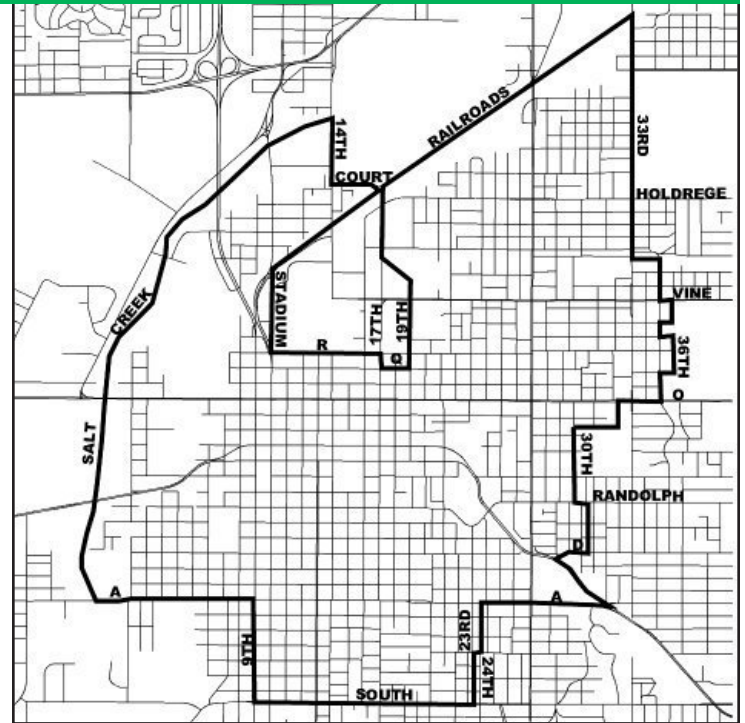
Housing and Homelessness

Housing

The housing goals of the **Consolidated Plan** are to promote safe and decent housing with fair access, create home ownership opportunities, and help make public housing policy and institutions more responsive. In Fiscal Year 2003, Urban Development's accomplishments included:

- ◆ Serving 264 households through various **housing rehabilitation programs** for very low- and low-income homeowners and investors renting to low-income tenants,
- ◆ Providing 12 low- to moderate-income (LMI) households with funds to install **modifications that overcame accessibility barriers** for handicapped family members,
- ◆ Providing 11 LMI households with funds to offset costs of federally-required **lead-based paint hazard reduction**,
- ◆ Providing **first-time home buyer training** to 236 participants through Neighborhoods, Inc., 14% of whom were from minority populations,

NRSA Boundaries





Above: Health Care Plaza façade improvement

Far Right: The Meeting Place façade improvement.

Right: A meal at Matt Talbot Kitchen



Homelessness and Continuum of Care

The Consolidated Plan homelessness goals span a Continuum of Care; including prevention, emergency shelter, transitional housing, and permanent supportive housing services. The additional goal of strong, supportive institutions and policies impacts all aspects of the Continuum. Additional funds for these goals are provided through the Nebraska Homeless Assistance Trust Funds (NHATF). In Fiscal Year 2003, Urban Development used the combination of ESG and NHATF funds to provide:

- ◆ Direct **financial assistance with security deposit assistance** to 92 households, averaging \$140 per household, to prevent eviction – through Lincoln Action Program (LAP) and Catholic Social Services.
- ◆ **Security deposit assistance** to 44 homeless or near-homeless households with Section 8 certificates – through Lincoln Housing Authority (LHA).
- ◆ Emergency facilities including **overnight shelter and/or meals**, for 2,256 persons – through Matt Talbot Kitchen, People's City Mission, Friendship Home, and Cedars Youth Services.
- ◆ **Day shelter** facilities for 2,730 adults and case management for 90 adults – through DayWatch which closed in July, 2004. People's City Mission will open a day shelter in November, 2004.
- ◆ **Transitional housing** for 76 individuals and 19 families – through Fresh Start and Houses of Hope.

In addition, Urban Development staff:

- ◆ Assisted with monthly **Continuum of Care** meetings to improve partnerships and eliminate duplication of services for homeless populations.
- ◆ Participated in the **Community Services Initiative (CSI)**, a coalition of human service agencies, local funders, and the University of Nebraska-Lincoln Public Policy Center. CSI's goal is to develop strategies that address needs identified in the Human Services Three-Year Comprehensive Plan.

Community Development Strategy

Economic Development

Job creation, vital neighborhood business areas, workforce development, and the development of supportive policies and institutions are economic development goals. To move forward on these goals, Urban Development:

- ◆ Funded the creation of **109.85 full time equivalent jobs** (FTE's), assisting 116 individuals, of which 94% were low- to moderate-income (LMI) persons.
- ◆ Processed new and continuing loan projects that will create 111 FTE's and retain 20 FTE's when completed.
- ◆ **Leveraged nearly \$4,475,000** in private investment using a total CDBG job creation investment of \$270,000.
- ◆ Helped fund Community Development Resources of Lincoln (formerly SELF), providing **loans to 19 micro-enterprise entrepreneurs/businesses**, 11 of which were LMI entrepreneurs/businesses, for a total of \$271,500.
- ◆ Provided financial and technical assistance to one business located in a low- to moderate-income neighborhood, creating 10 FTE's, 60% of which were filled by LMI persons.
- ◆ Completed **three façade improvement projects**, all of which were located in the NRSA.
- ◆ Provided **employment and training services** through the Workforce Investment One Stop Career Center, for 216 adults. Of these, 94% were low-to-moderate income persons, 15% were from a minority population and 17% were female heads of household.

Job Creation projects completed in FY 2003 included **Universal Cold Storage** and **Prearrangement Solutions**. Façade Improvement projects completed in FY 2003 included the **Health Care Plaza** in the east downtown/ Antelope Valley area (formerly the Duteau Auto Dealership building), the **Cada Law Offices** in the Downtown neighborhood (formerly the Helmer-Winnet-White flats), and **The Meeting Place** in the Hartley neighborhood (formerly the vacant Lincoln Baptist Church).



Left: New playground location and equipment in Pentzer Park.

Below: Improvements on the north side of Vine Street.

Below, top: Newly opened and paved 24th Street and Elliott School drop off area.

Below, bottom: North 48th Street/University Place improvements under construction.



Neighborhood Revitalization

Neighborhood revitalization goals include focus area improvements, removal of blighting influences, and development of supportive policies and institutions. To make progress on these goals, Urban Development often used additional funding sources. In the past year, Urban Development completed:

- ◆ **Paving of 24th Street** adjacent to Elliott Elementary School and providing a better student pick-up/drop-off location; in the Woods Park neighborhood,
- ◆ **Landscaping along 3rd Street** and the railroad right-of-way in the South Salt Creek neighborhood, and
- ◆ **Construction of the vehicular overpass at 3rd and A Streets** in the South Salt Creek neighborhood, in collaboration with the City's Public Works and Utilities Department, and the Railroad Transportation Safety District (RTSD).

A fourth project, the **lighting improvements along Charleston Street** in the North Bottoms neighborhood, had final payout in FY 2003, although all the work had been completed in FY 2002.

In FY 2003, efforts continued on:

- ◆ Final design of **North Bottoms neighborhood signs**,
- ◆ Construction of the **Vine Street** project in the Malone neighborhood -- completion is expected in Summer 2005, and
- ◆ Design of **4th Street corridor improvements**, including sanitary sewer, a trail, street paving, and landscaping.

Funds were also used for:

- ◆ **Removal of dead or dangerous trees** for 11 low-income households in the NRSA,
- ◆ **Demolition of one blighting secondary structure** for a low-income household in the NRSA,
- ◆ Financial assistance to one low-income homeowner in City Council-approved **special assessment paving districts**, and
- ◆ Support of the **Heart of Lincoln** project which promotes homeownership and good property maintenance in Lincoln's older neighborhoods, including: classes for Realtors® to inform them about revitalization projects, recognition for exemplary landlords, and an expanded Web site that provides neighborhood facts and links to homes for sale within the Heart of Lincoln area.

Urban Development participated in a wide range of neighborhood revitalization activities, including:

- ◆ On-going support of and involvement with the City's **Problem Resolution Team/Neighborhood Hotline**,
- ◆ City Council approval of **impact fees** in FY 2003 will help fund maintenance of infrastructure in older neighborhoods,
- ◆ Completion of a **Havelock Pedestrianway and Parking Lot Sub-Area Plan** between 62nd and 63rd Streets,
- ◆ Co-management (with Public Works) of a study that identified traffic and community revitalization issues in the **North 48th Street/University Place** area. The study was adopted as a sub-area plan of the *City/County Comprehensive Plan* and implementation has begun with the purchase of a vacant commercial building and the start of streetscape improvement construction,
- ◆ Implementation of the **North 27th Street Redevelopment Plan**, including: construction of Potter Street parking in conjunction with improvements in Pentzer Park, Salvation Army streetscape improvements, and starting construction of CenterPointe's new facility at 27th and P Streets,
- ◆ Completion of a Blight and Substandard Determination Study for the **48th and O Street** area. In FY 2004, a redevelopment plan will be prepared for the area, and
- ◆ Planning began for a **new Focus Area** in the Hartley neighborhood.

The Antelope Valley project continues to be a major neighborhood revitalization activity, involving:

- ◆ Continued work on the **Redevelopment Plan** which is expected to be completed in November, 2004,
- ◆ Completion of the **Fleming Fields Recreational Sports Complex** at about 32nd and Leighton.



Left, top: Northbridge Community Center opened January, 2004.



Left, bottom: Construction of the new CenterPointe facility is well underway.

Below: One of the winners of the Heart of Lincoln's Star Rental Awards, in the Everett neighborhood.



- ◆ Continued work with the Antelope Valley design committee to review aesthetics and ensure amenities are completed adjacent to the roadway and creek.

Community Service and Facilities

Efforts to meet the needs of low-income residents through supportive human service programs and maintenance of neighborhood facilities have included:

- ◆ Completion of the **Northbridge Community Center** on N. 27th Street, a new neighborhood facility serving NRSA residents, and
- ◆ Implementation of a **Community Services Management Information System (CSMIS)** in seven agencies, through facilitation by the Center for Children, Families and the Law (CCFL).

Administration and Planning

Administration

To provide for the overall administration of federal programs the Urban Development Department prepares and manages the annual operating and program budgets, analyzes past and current year performance, provides revenue and expenditure oversight, and oversees subgrantee reporting. The department also monitors grant and loan recipients to ensure proper use of funds within federal regulations.

Planning and Capacity Building

Urban Development used Geographic Information Systems (GIS) and data from the 2000 US Census to analyze changes at the city and neighborhood levels. Along with Census data, city/county data were used to create accurate neighborhood data bases. GIS mapping provided accurate and easy-to-read images for many uses, including: housing rehabilitation, neighborhood reinvestment, fair housing, neighborhood health, and housing conditions.

As part of an **Affordable Housing Needs Analysis** for the City of Lincoln, Urban Development met with homeowners, rental property owners, neighborhood representatives and equal-access representatives. Recommendations to address barriers to affordable and fair housing were gathered. When this analysis is completed in FY 2004, it will be used to help refine the City's **Analysis of Impediments to Fair Housing**.

Urban Development also worked to build community leadership capacity through **co-sponsorship of neighborhood leadership training** with the Heartland Center for Leadership Development. The workshop, comprised of eight weekend sessions, covered a wide range of topics. Of 21 participants from 15 different neighborhoods, nine (42%) represented eight LMI neighborhoods.

Citizen Participation and Public Information

Public participation is encouraged by the City during the community development process. The primary mechanism for public input is the **Community Development Task Force (CDTF)**, which is an advisory group of 25 citizens, appointed by the Mayor, to assist the Urban Development Department with planning, oversight, and implementation of the City's CDBG, HOME, and ESG programs. CDTF bylaws emphasize representation of low- and moderate-income neighborhoods as well as diverse racial and ethnic communities.

Every CDTF meeting is open to the public and accessible to the disabled. An interpreter is available on request for non-English speakers or the hearing impaired. Regular meetings of the full task force are held bi-monthly on the first Thursday of February, April, June, August, and October and on the third Thursday of November. **Meetings are held in the second floor conference room of the Downtown Senior Center, 1005 "O" Street, at 4:30 p.m.** In FY 2003, the task force aired two programs on local cable access Channel 5 highlighting planned and completed activities.

Neighborhood organizations are integral to the community development process. Neighborhood organizations can represent their residents by presenting concerns and needs at public hearings, during regular task force meetings, and at the Mayor's Neighborhood Roundtable meetings. In instances where Urban Development staff are preparing and/or implementing projects in a neighborhood, neighborhood organization involvement is key to making the project successful.

Other community and business organizations or groups are encouraged to participate in Lincoln's community development process, especially those serving the needs of low- and moderate-income people, the disabled, female heads of household, minorities or the elderly.

Urban Development keeps people informed about activities and programs in a variety of ways, including:

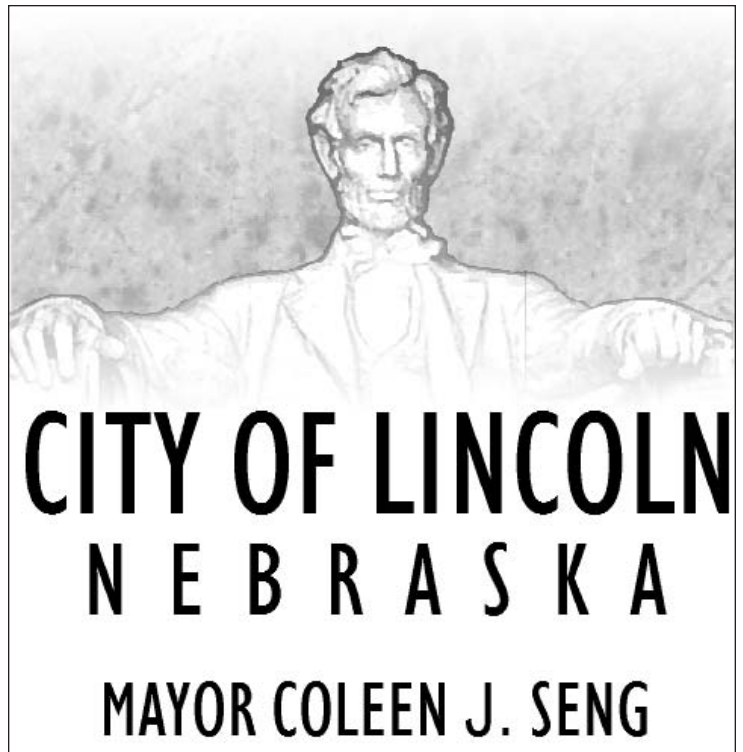
- ◆ **The Urban Page**, the department's quarterly newsletter, which is available by mail or on the City's Web page,
- ◆ Brochures describing housing programs and application forms, translated into Spanish and Vietnamese,
- ◆ Staff attendance at community events, such as the annual Hispanic Festival and the Mayor's Town Hall meetings, and
- ◆ Newspaper advertisements and public notices.

Urban Development publishes materials, often both in hard copy and on the City's Web site, including:

- ◆ The current **Annual Action Plan**,
- ◆ **Citizen's Guide to Lincoln's Community Development and Housing Programs**,
- ◆ **Consolidated Plan Executive Summary**,
- ◆ **Façade Improvement Program Guidelines and Application**,
- ◆ **Home Buyers' Guide to Government Loan Programs**,
- ◆ **Neighborhood Association How To's**,
- ◆ **Strategic Plan for the Greater Lincoln Workforce Investment Board**, and
- ◆ Neighborhood focus area plans for eight neighborhoods

Additional materials available from the City's Web site include:

- ◆ Current list of neighborhood association contacts, including e-mail links and links to neighborhood Web pages where available,
- ◆ Community Development Task Force membership list, meeting schedule, and minutes, and
- ◆ Mayor's Neighborhood Roundtable meeting schedule and notes.



If you would like more information about anything discussed in this **CAPER Executive Summary**, please contact the Urban Development Department by whatever means works best for you:

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